

# MAGAZINE

Vol. 2, No. 1

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Thursday, Jan. 29, 1987

## Higher Education in Missouri:

### *Issues and Topics for 1987*

#### ■ Assessment

#### ■ Tuition Rising Too Fast

#### ■ Increased Appropriations

#### ■ Merit Raises for Faculty



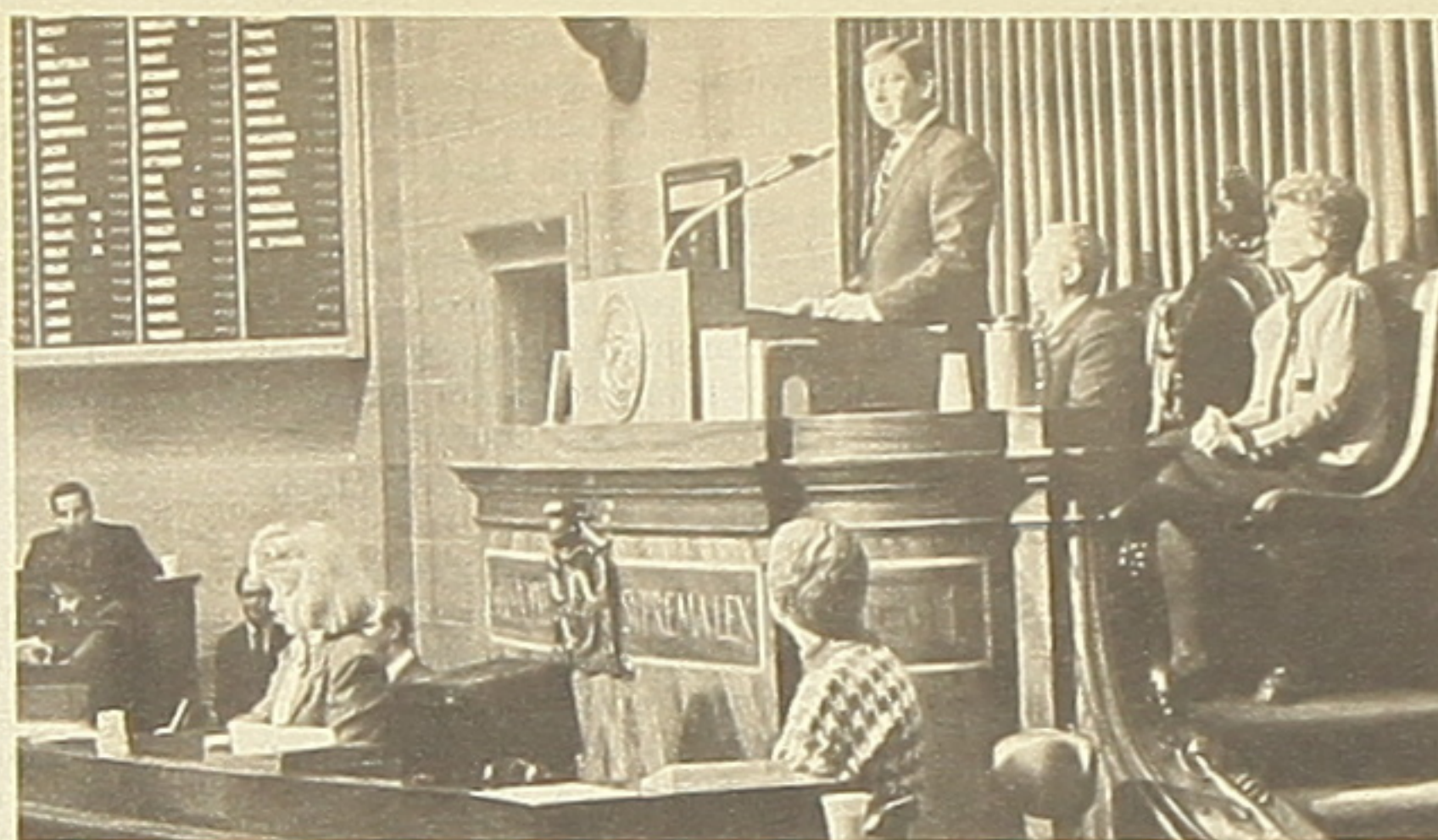
Treasurer Wendell Bailey



Sen. Richard Webster



Rep. Winnie Weber

Shaila Aery, commissioner  
for higher education

Rep. Chuck Surface

Tom Duncan, adviser  
to Gov. John Ashcroft

**M**issouri's colleges and universities are facing mounting pressure to prove that their students are being educated. Parents and students, watching tuition increase at an average of 163 per cent from 1980-86, are wanting to know if they are getting what they pay for. This fiscal year it is costing Missouri taxpayers approximately \$441.5 million to operate the state's public higher education system. Are Missourians getting a good return on their investment?

Northeast Missouri State University was the first in the state to start an assessment or "value added" program. (Continued on page 2)

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## the Chart MAGAZINE

Recipient of 1986 Los Angeles Times  
National Editorial Leadership Award (2nd place)

#### Staff Writers

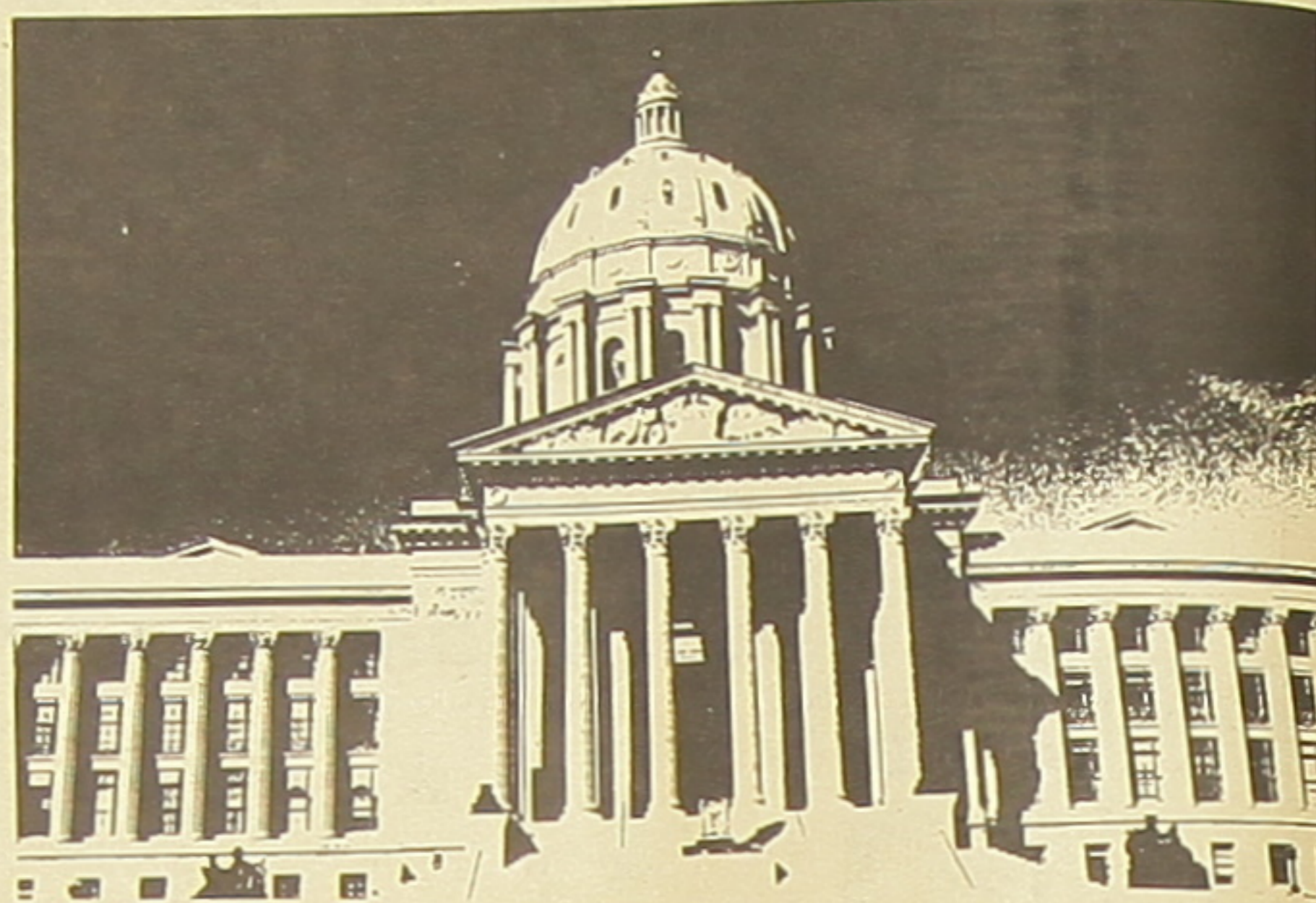
Pat Halverson  
Nancy Putnam  
Mark Mulik

Layout and Design  
Mark Ernstmann

#### Staff Photographers

JoAnn Hollis  
Rick Evans

Adviser  
Chad Stebbins



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The university measures what its students learn during the time it takes to complete a degree. Northeast was one of the first institutions in the nation to develop such a program. Now, most of Missouri's other public colleges and universities are following suit.

Gov. John Ashcroft, who pledged his support to higher education during his 1984 campaign, is working to improve college quality at each of the state's institutions. "Missouri must be a leader among states in requiring publicly funded colleges and universities to provide taxpayers with accountability," he says. "Parents and taxpayers must know their investments are being wisely spent. Students must know they are getting a quality education for their tuition dollar."

Missouri's Coordinating Board for Higher Education has asked all state college and university presidents to put an end to the rapidly-rising tuition costs. While student fees were below average in 1980, they are now at the national average. The CBHE wants institutions in the future to increase fees only at the level of the cost of living.

The state's higher education institutions are being told to cut costs and eliminate programs wherever possible. Some colleges and universities have too many administrators. Others have duplicate programs with neighboring institutions. Colleges are to determine their priorities, eliminate mediocre programs, and use available dollars to improve "what they do best."

Institutions also must improve their management. Legislators praise Dr. Julio Leon, president of Missouri Southern, for his knowledge of

economics. Dr. Charles McClain, president of Northeast, receives high marks for his innovative programs. On the other hand, however, Lincoln University was in danger of closing its doors in 1986 because of poor management practices.

Politicians are taking a greater interest in higher education. State Auditor Margaret Kelly is considering auditing the state's public colleges and universities on a regular basis. Lincoln University, which began the current fiscal year with a \$1.2 million budget deficit, may have started the trend that higher education is no longer a sacred cow.

One legislator is sponsoring a bill that would require public colleges and universities to hold public hearings before appropriations requests could be submitted to the CBHE. Faculty, students, and alumni are wanting more input into the budgetary process.

Faculty salaries are an area of concern to the CBHE and college presidents. In the past, faculty have usually been granted small, across-the-board salary increases. The trend in 1987 is to have increases based only on merit. Deserving faculty, those with high student evaluations, would get the raises. Also, faculty with high market demand can expect to receive higher salaries than those teaching English or history.

The status quo is changing for Missouri's colleges and universities. Academe, throughout the years, has seen little change. Now, the public sector is demanding a change. Those institutions not responding may go the way of the dinosaur.

# Funding for state colleges will be a high priority

Each year the proposed budgets for Missouri's public colleges and universities are considered by the powerful Senate Appropriations Committee. Roger Wilson (D-Columbia) is committee chairman, and Richard Webster (R-Carthage) is one of the 13 members. The Chart discussed the possibility of increased funding for higher education with Wilson and Webster.

Funding for higher education appears to be a high priority in the Senate this year, according to two members of the Senate Appropriations Committee.

"Higher education is an extremely high priority," said Sen. Richard Webster (R-Carthage). "Last year, as an example, in the appropriations process the Governor made some reductions, but the only state agency that received 100 per cent of its request was higher education. I wouldn't be surprised if that happened again this year."

Sen. Roger Wilson (D-Columbia), chairman of the Senate Appropriations Committee, said the priority on higher education has received a much greater emphasis in the last three years. But, he said, the state's public colleges and universities still are not adequately funded.

"I think we're lucky to have what we do have," said Wilson. "And Missourians should realize that we probably get a better bump for our dollar in Missouri education than just about any other state in the nation. There are probably several students who are being excluded from higher education around the state because of the very stringent budgets that we've operated on in the last six years. And that's sad."

Shaila Aery, commissioner of higher education, is often asked to address legislators as she requests additional funding for higher

education.

"Shaila Aery gets her message across, and we trust her," said Webster. "We know that other state agencies ask for more than they need in hopes of getting more. She doesn't do it that way. She justifies the request. And consequently, we appropriate accordingly. I would imagine we do that again this year."

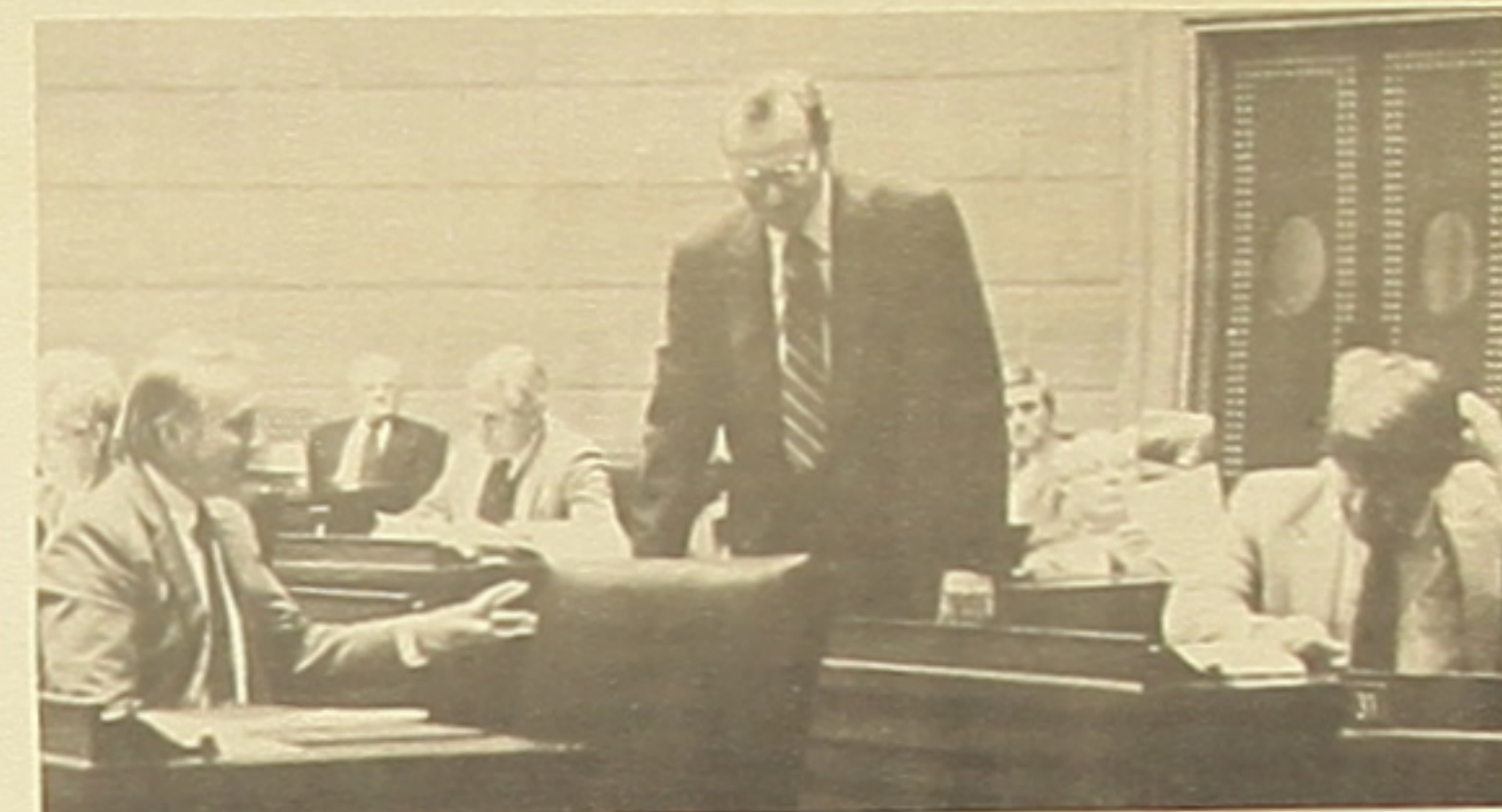
When speaking to a House committee on higher education in December, Aery proposed that eliminating sales tax exemptions for one year could generate close to \$1 billion for higher education. Wilson said the proposal was a good idea, but that it probably would not come about. He said a plan including the taxing of Girl Scout cookies and everything else in the state would "really bring people out of the woodwork."

Wilson said the state legislature de-emphasized higher education funding from 1980-84, which is responsible for colleges and universities raising tuition more than 100 per cent during that time period.

"If a re-emphasis occurs on higher education from the Governor's office and from the legislature, and state general revenue dollars are put into higher education in a larger percentage of the state budget, then tuition costs would go down or, at least, remain stable," he said.

Wilson said he also encourages a reduction in administrative costs by the state colleges and universities, as well as other agencies funded by the state.

"The tide for higher education has come in somewhat compared to the four years previous to 1985," said Wilson. "And they (members of the Coordinating Board for Higher Education) are truly taking a hand. The overall picture is improving for higher education because of the Coordinating Board's efforts."



(Top) Sen. Richard Webster discusses higher education funding in his office with The Chart. (Above) Webster speaks during a recent session of the Senate at the State Capitol.

## Governor recommends \$37.4 million increase

### Increase pleases Leon

Gov. John Ashcroft, in his "State of the State" address, asked the General Assembly to approve a \$6.59 billion operating budget for next year.

The proposed budget includes an additional \$37.4 million in state aid for colleges and universities. This increase is 98.7 per cent of the amount requested by the Coordinating Board for Higher Education.

The increase would boost total funding next year for higher education to \$575.6 million, compared with a total of \$537.46 million this year.

Ashcroft recommended an appropriation of \$10,688,095 for Missouri Southern. The CBHE had recommended \$11,221,350.

"Considering the economic condition of the state, a 6.9 per cent increase is good," said College President Julio Leon. "I don't know what the legislature will do, but the initial recommendation is encouraging. It will keep us in a stable position and allow us to do a few more things."

Ashcroft also recommended an increase of \$4.4 million in state aid to junior colleges, raising the total next year to \$56.27 million.

Institution	State Funding FY 1987	CBHE Recommends FY 1988	Governor Recommends FY 1988
University of Missouri	\$220,708,112	\$251,834,365	\$235,569,198
Central Missouri State	\$26,161,616	\$31,136,429	\$29,738,792
Southeast Missouri State	\$25,195,611	\$29,134,154	\$27,078,199
Southwest Missouri State	\$37,769,589	\$43,894,436	\$41,427,170
Lincoln University	\$8,337,681	\$9,451,216	\$9,268,799
Northeast Missouri State	\$20,625,951	\$23,861,798	\$22,734,718
Northwest Missouri State	\$14,934,077	\$17,175,280	\$16,034,078
Missouri Southern	\$9,863,946	\$11,221,350	\$10,688,095
Missouri Western	\$10,111,114	\$11,507,718	\$10,838,349
Harris-Stowe State College	\$4,213,265	\$4,906,848	\$4,416,851
Totals	\$377,920,962	\$434,123,594	\$407,794,249

# Governor keeps promise, names education adviser

Gov. John Ashcroft hired Tom Duncan in 1985 to keep a campaign promise he made to the people of Missouri. Duncan, the Governor's education adviser, is knowledgeable in almost every aspect of secondary and higher education. He keeps Ashcroft aware of new developments, and communicates frequently with the Coordinating Board for Higher Education. The *Chart* interviewed Duncan this month on a number of topics.

Keeping abreast of new developments and changes in education is a constant challenge for Tom Duncan, education assistant to Gov. John Ashcroft.

Duncan is the first person to hold the position created by Ashcroft. The Governor contacted Duncan about becoming his education assistant in March 1985.

"One of his campaign pledges was to make education a number one priority issue, along with economic development," Duncan said. "One of his promises was to have someone on his staff with the specific title of assistant for education. That had not been done before."

Duncan's education and experience qualified him for the time-consuming and demanding job. He graduated from Evangel College in 1975 with two majors and three minors. He obtained a master's degree in 1979, and did his doctoral work at the University of Missouri. He is currently working on completing his Ph.D.

"I had quite a long teaching background, and had done political work as well," Duncan said. "I taught at Evangel for four years. Prior to that, I attended grad school at the University of Missouri and taught graduate students four of the five years I was there. I had known Gov. Ashcroft and his family since the 1960's. I had a long association with him, and followed his career. Our families were friends, and he had kept in touch with what I was doing."

**"The Governor, having an education background himself, knows a lot about higher education, has a great appreciation for higher education, and really likes to talk about it. It is a very high priority and is on his mind all the time. . ."**

—Tom Duncan, education adviser

When Ashcroft contacted Duncan about the position of assistant for education, Duncan accepted. His job requires involvement in many aspects of education.

"I do a lot of work with the Department of Elementary and Secondary Education (DESE) and with the CBHE (Coordinating Board for Higher Education) on a full range of programs," said Duncan. "We stay in touch with what's happening in school finance and with the career ladder programs, which is one of the new excellence programs."

The Excellence in Education legislation has created many new programs which are in various stages of development.

"The Excellence in Education program has brought lots of new programs which we are very interested in," said Duncan. "So I try to stay current with where we are in

terms of implementing that legislation. The Governor has also, because of his strong stands on education, become a national leader among the governors in education. Last year he was asked to chair a task force on college quality by the governor of Tennessee, who was then the chair of NGA (National Governor's Association). I staffed that task force for him, and was involved in much of the coordination and writing financial reports."

Gov. Bill Clinton of Arkansas, the new chairman of NGA, has asked Ashcroft to chair a new task force on adult literacy which Duncan is in the process of staffing. Ashcroft was also elected last summer as the chairman-elect of the Education Commission of the States, one of the most prestigious organizations dealing with state level education. When Gov. Clinton concludes his term in that position next July, Ashcroft will take over for him.

"Because that is a major organization and the Governor will be responsible for setting into place a whole new set of initiatives for the ECS group to look at in his year, I'm doing that work as well," Duncan said. "I do quite a bit of work for the NGA and ECS on top of what I do in the departments here in the state of Missouri."

Duncan also attends meetings put on by the CBHE and DESE to keep himself current with what is happening and issues being presented in Missouri's schools and ideas. In addition, any time the Governor is scheduled to speak on education, literacy, or related topics, Duncan is involved with developing ideas for the speech.

"I see him (Ashcroft) all the time, and we'll talk about what he would like to say to a particular group and develop ideas," Duncan said.

## Education is a high priority

Education is a high priority with Ashcroft, and he is very involved with it.

"The Governor, having an education background himself, knows a lot about higher education, has a great appreciation for higher education, and really likes to talk about it," Duncan said. "It is a very high priority and is on his mind all the time, especially given the responsibilities he has been given with the NGA and the ECS and all of the other activities."

Ashcroft will give the governor's address at the annual meeting of the National Association of Independent Colleges in Washington, D.C. on Thursday, Feb. 5. In early March he will speak to the American Association of Independent Colleges in Chicago.

"They want him to speak about one of his favorite topics—assessment of undergraduate student learning, which he feels very strongly about and also has a great deal of



knowledge about," Duncan said.

"He is getting quite a few invitations. We turn down more than we can accept because we can't have him gone as much as people would like to have him gone. He likes to do that, and it is important to the state of Missouri to be represented in those circles, and also it gives Missouri a great deal of exposure. We are probably the foremost state when it comes to being ahead of that topic, and we expect to be foremost in that area."

The cost of higher education continues to rise, and every year colleges and universities ask the state for larger appropriations to maintain their institutions and programs. According to Duncan, Ashcroft's administration has increased the budget for education each year.

"In the last two budgets Gov. Ashcroft has submitted, there have been substantial increases in both the elementary and secondary budgets, also the higher education budget," said Duncan. "I think you'll see once again a strong commitment to both the elementary and secondary increases, and also the higher education increases."

## Colleges must justify requests

Even though there has been a continuing increase in appropriations, the Coordinating Board for Higher Education and the state are beginning to ask Missouri institutions to scrutinize their programs and justify the need for more money.

"The Coordinating Board and Gov. Ashcroft have been in agreement on the need for our public colleges and universities to define their role and mission," said Duncan. "Can we afford the luxury of having seven or eight or nine public institutions doing the same thing? Probably not. I think over the last few years we have seen a little more specialization. We have to decide where we want to put our resources, and that may mean that certain schools may have to develop real expertise in certain programs and maybe let other schools develop expertise in other fields."

Over the last few years, most of the colleges and universities in Missouri have made changes aimed toward defining their role and mission. The definition and delineation of missions has allowed for some internal

reallocation. Some programs have been dropped, with the money from those programs used to add programs in which the institution wants to specialize.

"We're going to continue to put more money and more resources into education," Duncan said. "At the same time, I think we would expect to see some reallocation of the existing base as people decide exactly what it is they want to specialize in. I don't think we want to have a whole bunch of mediocre programs or poor programs. I think we want to have a lot of good programs and then a few great programs."

## High marks for President Leon

Duncan praised Dr. Julio Leon, president of Missouri Southern.

"I know Julio Leon quite well, and like him a great deal," Duncan said. "I think Dr. Leon has done a fine job. He's good to work with as far as we're concerned in our office. He keeps us informed about the things we need to be informed about. He understands where Gov. Ashcroft is coming from. He is sympathetic and tries to work with us the best he can."

Duncan said he had "a fond personal regard for Joplin," having spent time there visiting relatives many times. He has also spent time in Springfield.

"To me that's a great part of the state, and I know the Governor feels the same way," he said. "It's his home territory."

## Governor favors assessment

A growing concern in higher education today is making sure that colleges and universities are doing the job of educating students. In order to determine whether institutions are successful in their efforts to graduate persons who are knowledgeable and productive, assessment programs are being developed nationwide. Ashcroft favors the programs.

"He very much supports the concept of outcomes assessment in undergraduate education, and I think for good reason," Duncan said. "Governors have to be outcomes oriented. The nature of their job is how much money comes in this year, how much goes out. Are the programs of the state accomplishing the objectives for which they

Tom Duncan

# Assessment will improve teaching and learning

were intended?

"And I think that is exactly the core of the philosophy behind outcomes assessment. What is it we are trying to accomplish? Not just knowledge. We often talk about KSA—knowledge, skills, and ability. It's not just knowledge, although if you have a degree in chemistry, you have to know something about chemistry, but also there are certain skills involved in the college graduate or college student. He ought to be able to compute and to read and to write effectively.

"And then abilities tend to be those cognitive things. What about problem solving and critical thinking? Shouldn't students be developing and enhancing those abilities during their college program? We say yes. Those ought to be things we can assess."

Duncan said Northeast Missouri State University began a simple but effective outcomes assessment program about 12 years ago. He said the programs are not difficult, nor do they cost nearly as much as people might think.

Missouri Southern and most of the other state colleges and universities are in the process of instituting assessment programs. Some of the programs will be funded under targeted state investments this year.

Outcomes assessment programs are being undertaken by colleges and universities on a voluntary basis.

"If it becomes mandatory, my guess is that the methodology for the instrument would not be mandatory, but rather the concept would be mandatory," Duncan said. "In terms of mandating the idea, if all the campuses do it without it ever being mandated, there would be no reason to ever mandate it. It seems the Governor and the presidents or boards (of colleges and universities) are reaching a meeting of the minds on this issue—that it's something pretty important."

Most programs being developed for assessment will include some type of standardized testing. Other data may also be gathered by keeping track of alumni and what they do after graduation.

"I think it is pretty clear that you need to use some form of nationally-normed standardized data," said Duncan. "That's a good way to get at knowledge content. If there really is a core of knowledge that somebody with a B.S. in chemistry ought to know, that ought to be true of someone in Missouri and ought to be true of someone in Idaho, New York, or Florida.

"In fact, that's what the GRE's are used for when people go to graduate school. Those knowledge exams are pretty good. They pretty much tell you what you know compared to what the nationally normed group of B.S.'s in chemistry know."

Students at Missouri Southern will be given general knowledge competency tests after their sophomore year, then be re-tested before graduation in order to determine how much knowledge the student has gained.

Duncan said the competency testing was an excellent idea, but that other approaches may be used. Good assessment programs also measure skills and abilities, and outcomes for those can be determined in other ways.

## Alumni surveys are beneficial

"It is important that throughout a person's college career their attitudes about people, the institution, and about life



change. And to document that, you do surveys. In fact, in some of the best programs, they keep in touch with their alumni and every so often do a massive survey of all their alumni and their employers."

Duncan said employers are asked about the person employed and if the company would hire another graduate of the particular college.

"If the employer says no, it is either because the person himself is not good or the program is bad, and I think that is an excellent thing for the school to know," said Duncan. "If 90 per cent of all the employers of their accountants say they wouldn't (hire another person from that college), then there is something wrong with that program, and that is information that would be vital for a school to know."

According to Duncan, the whole goal of assessment is to improve teaching and learning—not to collect information just for the sake of collection. The objective is to gather the best information possible about how students and faculty are doing, how programs are working, then improve it.

This year a number of targeted state investment programs directly related to assessment issues will be recommended for funding for several campuses in the state. Of the programs presented, about three-fourths will actually be funded.

Besides the incentive of targeted state investments to develop assessment programs, the CBHE has discussed the possibility of other incentive or reward programs in the future, such as adding a percentage of 1 or 2 per cent to an institution's budget for those who have comprehensive assessment programs in place.

"If they can demonstrate those are in place and working effectively and they are getting the information they need to improve student learning and teaching, they would receive an additional 1 or 2 per cent of their budget for program improvement," said Duncan. "That's a new idea they're talking about, and it may be that in a few years we'll see something like that."

## An accrediting change coming?

In a National Governors' Report that came out in August on college quality, one of the recommendations was that the higher education accrediting community be asked to require a student outcomes component

in its ongoing accreditation.

"We think that is necessary," Duncan said. "As the Governor would say, and I would echo him, you really can't tell if an institution is doing its job until you know what the students are learning. I think it is perfectly appropriate, in fact, it is fundamental in my mind, that a student outcomes component be a part of an overall accrediting evaluation."

"It seems to me that we are going to continue to say that accrediting agencies ought to require that. That seems to be fundamental, and something the institution ought to want to know. If I were a college president or on the board of a public or even an independent college or university, I would get out ahead of the curve on this. I would do what you guys are going to do at Missouri Southern—go ahead and do it. Then when the accrediting agencies say we're going to start doing this, you're already doing it and you can demonstrate that your students have started here and ended up here, and are growing and learning and your programs are improving and strong. I would hate to be, if I were a college president or board member, behind the curve. All of a sudden you would have to scramble to get a program in place. I would want to get a program in place and be able to demonstrate how good you are before the accrediting associations decide to do that."

## Rising tuition costs a concern

The cost of operating colleges and universities is also a factor in developing areas of expertise at the various institutions and providing a quality education for money spent. Rising tuition costs reflect operating costs. Duncan said independent colleges and universities probably feel the effects of higher costs more than public institutions because they do not receive a large infusion of tax dollars to offset costs.

"They are more dependent upon tuition to pay a bigger percentage of the cost, which is why it is more expensive to go to an in-

dependent college," Duncan said.

"I know that Dr. [Shaila] Aery has been very concerned at the rising cost of tuition. She has been concerned, I think, that the increases in tuition have often times been above the rate of inflation, and she has argued that possibly the institutions need to do some reallocation, to do some cost-cutting and eliminate some areas to help keep down the cost of higher education. It's hard. It is difficult to do that."

## Changing economy plays a role

A changing economy over the last several years has also affected allocations and programs for higher education.

"Throughout the 1960's and the early 70's, our population was growing and we had a lot of extra money and we spent a lot on higher education," said Duncan. "We built a lot of new schools and a lot of new dorms and we had our community college system come into existence in the state."

In the late 1970's and the 1980's the economy slowed down.

"I think we are better off now than just a few years ago," said Duncan. "We're going to see some good increases, I think, strong increases. Probably nothing like the 60's and the early 70's were in terms of massive infusion of new dollars. Those were boom times, and the world economy has changed a little bit since then."

Duncan said he thought the public colleges and universities and their management are going to have to get tougher. They will have to watch their budgets closely, do some reallocation, and possibly eliminate programs or support areas.

"That is something (support areas) that the independent colleges have learned to get along without for some time because they are more directly and immediately affected by those kinds of costs," Duncan said. "I am not sure that is a bad thing for higher education. It's just a fact of economic life. It affects other parts of state government and it also affects the private sector as well."



Gov. John Ashcroft delivers his annual "State of the State" address Jan. 13. Bob Griffin, speaker of the House, and Lieutenant Governor Harriett Woods are seated behind Ashcroft.

# Commissioner supports assessment programs, pay raises based on merit

As commissioner of higher education in Missouri, Shaila Aery is a lobbyist for the state's colleges and universities. Since taking her position in 1982, she has gained respect from legislators in Jefferson City for her honesty, knowledge, and leadership. Increased funding for the higher education system has been the result. The *Chart* recently interviewed Aery on a variety of topics concerning the state's colleges and universities. Following is a transcript of that conversation:

**The Chart:** We've been reading that State Auditor Margaret Kelly is considering auditing the state colleges and universities on a regular basis. Would you be in favor of that? Do the colleges need state auditing?

**Aery:** I think that grows out of the Lincoln University situation. The Auditor's audit on Lincoln did not show anything really different than the outside audit which had been done earlier. However, I think because the Auditor is a statewide elected official it calls more attention to this problem. All of the public institutions have outside auditors, and those audits have to be turned into this office and the State Auditor. So I guess it's a question of how many more staff and resources it would take and state dollars to do an additional outside audit. Maybe the institutions would pay for those outside audits.

**The Chart:** You mentioned Lincoln University. How does an institution get into such serious financial trouble?

**Aery:** In Lincoln's case it's always been hard to separate between historic underfunding and poor management. Institutions get into trouble when they have poor management, when governing boards and administrators do not discuss in public meetings how public resources are used. In Lincoln's case they were still trying to be all things to all people and still be the type of institution that was founded for very specific racial purposes. They served a population that was 60 to 70 per cent white, older students. So not knowing what they were supposed to do, poor management, and not discussing the use of their resources in public meetings caused the problems.

Doug Harpool of Springfield has a bill in right now that specifies that at least a month to six weeks prior to the budget being sent by the two-year and four-year institutions to the Coordinating Board, those budgets have to be discussed on campuses, well publicized so that faculty, students, and alumni have some input into those budgets. Now, you really shouldn't have to have a law on dealing with public monies. They are public institutions using public monies and governed under the law. So they should all discuss them openly.

**The Chart:** The colleges and universities each year claim they do not have adequate funding. They raise tuition many times. At Missouri Southern student fees have been raised 136 per cent since 1980. We know that

you've been concerned that fees are getting too high for students and parents to afford. Should the colleges stop these tuition increases? What can be done?

**Aery:** The Coordinating Board asked the college and university presidents this year that next year and the next several years they only increase fees at the level of cost of living. This past year the CPI was only 2.5 per cent. To have fees reflect the kind of costs that are built in by inflation I think is not unfair.

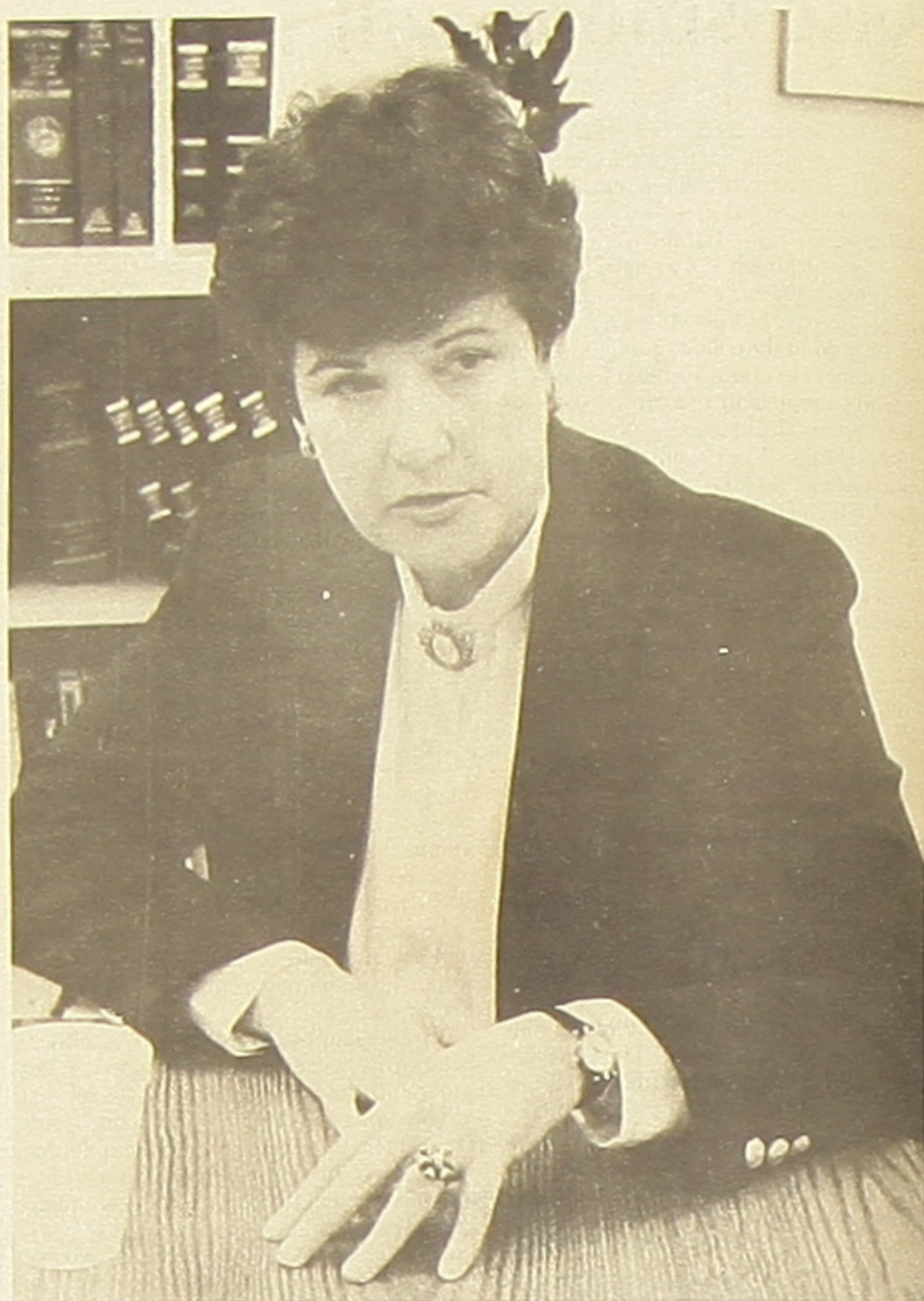
One thing is that Missouri's fees five or 10 years ago were something like 27 to 30 per cent below the national average for similar institutions. To begin with, Missouri institutions had too low of fees. The fees right now are right on average. If they continue at that high increase, that's my concern. We can't continue to go up like that.

There are a couple of things that are happening. One is both nationally and in the state you hear discussions of cost containment in higher education. The cost of higher education, what we're spending, is higher than the health component of the Consumer Price Index. When you start outstripping health care with your increasing costs you have real trouble. What Congress is saying we need to do with higher education is what we did with the health industry four or five years ago—contain costs.

College presidents will tell you that their faculty salaries are behind, they have built-up maintenance needs, that they just have needs that were left over from the 1970s and early 80s. There's going to have to be some kind of cost containment efforts, preferably not as the health industry did it, but in terms of institutions knowing what it is they do very well and putting their dollars there and not trying to spread their dollars over all kinds of things and being mediocre while doing it.

The other thing is that the state has an obligation because higher education is probably the only means the state has to become competitive and create better economic development long-term. So the state, which has been giving a lower and lower percentage of its overall general revenue to higher education, has got to pull up. So this year, for the first time in really a long time, the Coordinating Board has asked for a much higher percentage of state revenue than previous years, and on the other hand told the institutions to keep their fee growth lower and hold down costs.

Intercollegiate athletics—that's a very small part of the whole budget, but let's take that. If an institution tells this board and the public "Certain academic programs are our priorities, quality education is our priority, a better library, labs," then they turn around and spend a lot of money on intercollegiate athletics, where are your priorities here? So on intercollegiate athletics this year, past what we determined both nationally and regionally is an appropriate level of state revenue for intercollegiate athletics, past that we simply removed that from budgets.



So for an institution like SMS that's paying a disproportionate share perhaps of general revenue for the choice to go to a bigger conference, they lost close to a million dollars in their budget. Now, does the state say, "No, you can't have these athletics"? No, it says the users have to pay for it. Or you have fewer sports or you have a garage sale, or you charge twice what you charge now. But the general revenue part of the budget will go for instruction and research and student financial aids because you don't have an unlimited source of dollars, particularly in Missouri with low taxes.

**The Chart:** You mentioned faculty salaries. Do you still think they are too low around the state?

**Aery:** I think they differ by institution, which reflects that governing board and that president's leadership. I think Missouri Southern, as I remember reading recently, your faculty salaries have improved tremendously in the last several years. I think they are probably more on average. Now, take an institution like Northeast Missouri State University, and they're above both the national and state average. So it really depends not just on the available resources, but where presidents and governing boards want to put their priorities.

One of the things that will need to occur in the state, which will make many faculties unhappy, is that faculties no longer can expect to all make the same. There are different market demands in each discipline.

Unfortunately, English faculty and history faculty and some of the social science faculty—there's just lots of people on the market. Engineering, math, computer science, and accounting—we have to pay the market. And so we have to get out of this old notion that everybody makes the same.

**The Chart:** Do you think a lot of money is being wasted, some programs are not really necessary, or...

**Aery (interrupting):** The General Assembly asked me that question. Let me back up. We have too many institutions in Missouri if they all do the same thing. I say that all the time when the presidents come up. We have 60 institutions of higher education in the state of Missouri for a population of not that large to support. If all the public institutions, which are 30 campuses, all do the same thing, then we have too many institutions and we have inefficiency. If, however, past general education, there are very specific things that institutions do and they specialize in it, then we don't have too many institutions.

If we look at our institutions over the last four years, well over 100 programs have been closed in the public four-year institutions. Millions have dollars have been reallocated to priorities. So I think there may still be those pockets of duplication. What I still think presidents and governing boards can do is a better job of putting money where their priorities are. Faculty may say that's not fair, but life is not fair.

# General Assembly rewards Leon, Missouri Southern

**The Chart:** Do you favor salary increases for faculty based on merit?

**Aery:** Yes, I do, with student input. It makes me real popular around the state.

**The Chart:** Only student input?

**Aery:** No, I think they need both peer review by other faculty and department heads. A combination of peer review by people in their discipline, both on their knowledge of the subject matter and on how they teach. And then a really good student evaluation, too.

**The Chart:** Will the Coordinating Board demand merit increases instead of across-the-board increases?

**Aery:** The Coordinating Board can demand very few things. Actually, how faculty are evaluated and paid belong particularly to a governing board.

**The Chart:** So merit increases are the coming thing?

**Aery:** They are occurring in most of the institutions right now. I think they will occur more. If you give everybody the same increase, then you're saying everybody is the same. Those that can't get other jobs will grumble and stay, and those who can get other jobs and are really good in their discipline will get other jobs. So pretty soon you're left with this mediocre group of people who are grumbling about this being a mediocre level of salaries.

**The Chart:** When someone mentions Missouri Southern State College, what comes to your mind?

**Aery:** I think, since I've been commissioner four and a half years, the really incredible amount of movement and planning and setting priorities and improved management and administration by Julio Leon. When I first came to this board, all I heard was "Southern doesn't have enough money. Southern has been historically mistreated, as have all the southern institutions in the state." There's some magic thing about the Missouri River, I guess.

Very early on, Southern started looking at its priorities and moving more and more of its money into instruction. They've always said undergraduate instruction was a priority. The last four years it spends a great proportion of its overall budget on instruction than does any institution in the state of Missouri. As a result of doing that, because of the statewide formula, Southern has really been rewarded over the last four years.

What I worry about is that if you have just three or four years of incredible funding, which Southern has had, at some point you just level out. If you increase your budget by 30 or 40 per cent, you can't keep doing that because your base gets larger. The percentage gets smaller. So I worry about faculty, students, or alumni saying "Leon is really falling down. He's only getting 6 per cent this year." That's when 6 per cent in total dollars is twice as much as what 10 per cent was last year. But constituents seem to have more and more expectations around percentages, and that worries me sometimes.

**The Chart:** Is Dr. Leon getting his message across to the General Assembly that Missouri Southern needs more funding?

**Aery:** Well, I think he certainly has. Over the last four years he has had the highest increases of any institution.

**The Chart:** Why?

**Aery:** It's because of the governing board and his leadership in moving more dollars into instruction and setting priorities. The statewide formula the CBHE put in when I came in took funding away from being enrollment driven. Body count is not really relevant because different programs cost different amounts. So we went to a planned expenditure base that said the more money you spend on instruction—literally that's the driving force—the money you spend on instruction. Dr. Leon is an economist. He saw very quickly how to get more money, and that was to spend more money on instruction. That's why we're there anyway. It's not a bad reward for doing what you're supposed to do.

focusing on elementary and secondary and reforming it, that they then look to those people who train and certify all those superintendents and teachers. So it started through the teacher education programs and broadened. We've told the general public for years to give us your tax money and your tuition and leave us alone. They've seen student fees increase 200 per cent. They've seen in the last three or four years in Missouri about a 15 per cent increase in their taxes going to higher education. If I were a student at Missouri Southern, I'd want to know if my education had improved 200 per cent. I'm paying 200 per cent more. Is there a relationship there?

The other thing is that we've really convinced the general public and the political decision makers that higher education, if we're going to be competitive in this world as a nation and a state, is really a key to that. The general public and the political decision makers want to know how well we really are going to do that.

But we need to assess programs. The Governor and I were talking yesterday that one of the things that was critically impor-

math. That is just the best use of assessment you can have. That is to continually improve and fine tune the curriculum.

**The Chart:** You referred to "bonehead" math classes. Do you think our colleges are spending too much money on remedial programs?

**Aery:** Not everyone should go to college, which is a bad statement for the commissioner of higher education to make. And not everyone, as you know, goes to college at the same time. Legislators ask me all the time how much money we spend on remedial education in the state of Missouri. As near as we can figure, it's around \$10 or \$15 million. Well, the next question is how many times does a taxpayer pay to teach a person to read. They pay K through 12 dearly. What should a person know when they finish high school or two years of college?

It goes back to when my generation first went to college and the curriculum was so tight, that we now have kind of a smorgasbord. If it's not quite right you can take English for teachers. I deeply resent as a former teacher that we have curriculum like that. First of all, it says that people who are going to be teachers are stupid. They can't take regular math and they can't take regular English because they're not smart enough. And we build a whole curriculum around it. I really resent that as an educator. And then of course we have to have stuff for athletes or whatever. I just think there's a point which you either do it or you don't do it. There's certain things you should know.

**The Chart:** Do you favor tougher admissions policies then to keep out these poorer students?

**Aery:** No, I think that students mature at different times intellectually. The Coordinating Board has talked about quality. When you talk about quality in higher education, people always talk about how many research papers, how many books, how many graduate students. We've used one model historically of what quality is. Quality really is how well an institution does what it tells people it's going to do. That means there are all different kinds of models for quality. On one hand you have a junior college that takes a GED or a high school graduate that's not fully prepared and in two years either gets them ready to be really good in a four-year college, and/or prepares them for a job as a computer maintenance person that makes more money than I do. Then that is a quality institution.

Now, however, if the University of Missouri does the same thing this two-year school does, that is not a quality institution. That is not what they're supposed to be doing. And they should not be taking these people. To get to your question, if you have this whole spectrum of different kinds of institutions, then at different points students can enter the system.

Too long, all the four-year schools wanted to be the University of Missouri and all the two-year schools wanted to be four-year schools because that was somehow the reward. We were rewarding the wrong things. The University of Missouri until a few years ago gave a two-year degree in



**The Chart:** Do any programs at Missouri Southern stand out in your mind?

**Aery:** What has been done in the business area, in small business, and in the media—radio, television, and journalism. Those two areas probably stand out in my mind more than any others.

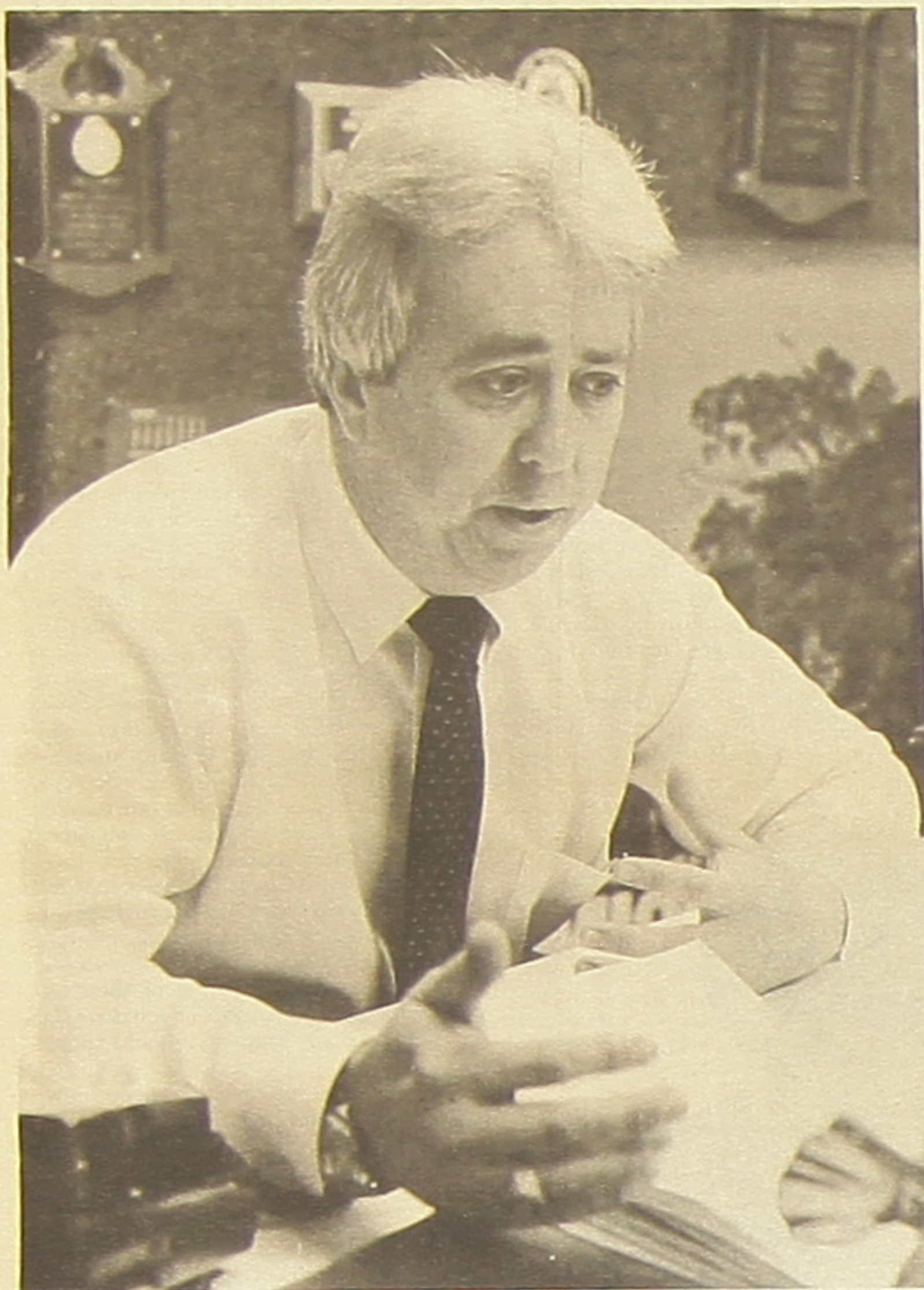
**The Chart:** There has been a lot of talk during the last year about assessment programs in the state. We're sure you're in favor of assessment.

**Aery:** I'm in favor of it. I don't believe that assessment necessarily means testing only, which, unfortunately, too many people think that's all there is to assessment. The public wants to know how we're doing. It's not unusual that after two or three years of

tant about the Northeast Missouri State assessment, which has now become the national model, is not the kind of tests or how often they test, but that they took the results of those tests and fed them back in a non-threatening way to a department.

I'll give you an example of one of the early ones I saw three or four years ago. On the math exams, no matter what the discipline or major, Northeast students just weren't doing very well. So they took that back to the math department and looked at the curriculum. They had bonehead math and math for teachers and math for playschool, and everything but just hard, fundamental math. The faculty just got rid of all of those, and they tightened up. Everybody had to have a certain amount of really hard, basic math. And three or four years later, their students were outscoring everyone else in

# Missouri Southern, Northeast stand out to Surface



State representative Chuck Surface is a member of the House Higher Education Committee. A graduate of Missouri Southern, Surface was elected to the House in 1984 from the 128th district. Nancy Putnam and Mark Mulik of The Chart staff interviewed Surface in his Jefferson City office.

While serving on a task force looking into higher education last summer, Rep. Chuck Surface (R-Joplin) said he was pleased to find that Missouri Southern provides among the best quality of higher education in Missouri.

"Missouri Southern and Northeast (Missouri State University in Kirksville) stand out in my mind as having a high quality of education in the state," said Surface. "This is largely due to the innovations of the presidents of these institutions."

These innovations include Northeast's value-added program which accesses the knowledge of students coming in and then again when they leave college, and Missouri Southern's computer literacy requirement.

"I was fortunate enough to be able to teach a course at Southern last fall," said Surface. "We've got a tremendous school if you evaluate it throughout. I never felt I had any less of an education or second to anyone because of my degree at Southern. In fact, I feel with the smaller school atmosphere and interaction we came out better."

One of Surface's concerns is the misunderstanding the public has to the amount of money needed for education. He also feels the public does not fully understand that money used from the state lottery will not come close to covering education costs.

"I opposed using money from the lottery for education from the beginning, because you would have a hard time passing a bond issue," he said.

Surface also pointed out that last year the legislature increased the budget for primary and secondary education by \$90 million, and if the lottery turns out to raise an estimated \$80 million, this would actually decrease the budget for education.

"Then you turn around and hear the public say that for \$80 million you ought to have all you need for education and have enough to fix the roads and bridges, too,"

he said. "It just won't happen. When you consider there is a \$2 billion budget for education, \$80 million is just a drop in the bucket. And \$80 million will only give you 20 miles of highway."

"You have to adjust to the numbers of government, and they are so vast that the average person doesn't comprehend," he added.

Surface also disapproves of a proposal that would eliminate sales tax exemptions for one year, with the resulting \$1 billion earmarked for higher education.



"What that is doing is setting out a little area that funds itself," he said. "Pretty soon we are going to have little funds for each area that needs it, and then the legislature isn't needed," said Surface. "And who is to say that won't give you more money for higher education or less than you need?"

Surface favors distributing funds on the basis of need each year, rather than earmarking funds.

"Conservation has had earmarked funds for several years, and they now have more money than they know what to do with," he said. "Missouri is the largest buyer of land because we have so much money."

Surface believes education is ranked as a high priority among state legislators, and feels that training of teachers is an especially important aspect of higher education.

"We have to go back into the classrooms and instill those values we need in Missouri," he said.

State Rep. Chuck Surface, a graduate of Missouri Southern, believes the College has a high quality of education. Surface, an insurance salesman in Joplin, was elected to the General Assembly in 1984. He replaced Bill Webster, now Missouri Attorney General.

## Summary of Higher Education Fiscal Year 1988 Appropriations Request

	CBHE Base		TARGETED STATE INVESTMENTS		
	Recommendation		Improving Undergraduate Education	Endowed Faculty Chairs	Opening New Buildings
	Amount	FY 1987 % Change			
Harris-Stowe State College	\$4,274,653	6.4%	\$332,195	0	0
Missouri Southern State College	\$10,754,550	9.0%	\$134,500	\$300,000	\$32,300
Missouri Western State College	\$10,788,718	6.7%	\$283,000	0	0
Central Missouri State University	\$30,210,199	15.5%	\$492,400	0	0
Southeast Missouri State University	\$27,364,254	8.6%	\$425,000	0	\$272,900
Southwest Missouri State University	41,721,966	10.5%	\$311,150	\$375,000	\$505,728
Northwest Missouri State University	15,887,615	6.4%	\$450,201	0	0
Northeast Missouri State University	22,322,206	8.3%	0	\$375,000	0
Lincoln University	9,151,216	9.8%	0	0	0
University of Missouri	\$233,843,350	8.0%	\$1,731,818	\$1,500,000	\$410,500

Winnie Weber

## 'Vicious circle' results in poor college students

Winnie Weber, first elected to the General Assembly in 1970, is chairman of the House Higher Education Committee. This committee discusses the various bills concerning higher education, then sends a limited number to the entire House for consideration. Nancy Putnam of The Chart staff interviewed Weber in her State Capitol office.

A "vicious circle" is how Winnie Weber, chairman of the House Higher Education Committee, describes the current situation throughout Missouri's education system.

While she believes Missouri's educational system is above average, she says one of the major problems facing four-year colleges and universities is that high schools are not doing a good enough job of getting students ready for college.

"When students get to college they aren't college material," said Weber (D-House Springs). "They don't read, they don't write, and they don't know math or science skills. Then the college has to take time for remediation."

However, Weber says part of the blame may rest with colleges not training and preparing teachers to instruct high school students so they are adequately prepared for college, which causes the "vicious circle."

"While the colleges are at a big disadvantage with unprepared students, if you turn that around—and especially with the field of teaching—the colleges are not turning out well-qualified, well-educated teachers," said Weber. "Teachers can't teach, so therefore the students that they turn out to come to college aren't prepared."

Weber fears that if this circle continues, the public will be less likely to vote for more taxes for higher education. She says the "accountability bill," which requires teachers to take tests to evaluate their effectiveness, will help eliminate this problem.

"It seems to me there are some people who are not qualified and can't pass the test and they want more money, but they don't

want to be accountable," said Weber.

Weber believes there will be an attempt to repeal the accountability bill this year.

"They may try, but they will hear a piece of my mind," she said.

According to Weber, accountability remains a way the public can see how effective the education system is, so that voters will be willing to pass bond issues for education.

"Take a county where bridges are all down," explained Weber. "Voters will pass a bond issue for that. But education is sometimes harder to see—it's not a concrete thing you can see like the bridges—but the public can sure tell if someone can't read or write."

While Weber believes the continuing rise in tuition levels at colleges and universities across the state are not out of line with those in other states, she says the trend toward making tuition as low as possible is to make certain that administrative costs are kept down.

"We have to ask ourselves 'Do we have so many faculty that everytime you turn around there is a Dr. So and so, and if there is, what is Dr. So and so doing?' I like to get right down to the basic part of it to make sure we are not top heavy on administration," said Weber.

"We've looked at the University of Missouri, and they say they don't have very many (administrators), and if they do we are going to find out."

According to Weber, the House Higher Education Committee will be looking for ways to raise money for higher education. Shaila Aery, commissioner of higher education, has proposed eliminating sales tax exemptions for one year, with the nearly \$1 billion going to higher education.

"I haven't endorsed this proposal one way or another," said Weber. "I hate to put a burden on the farmers and old people. If they can be eliminated [keep their exemptions], this might be one method to raise funds."



Winnie Weber, chairman of the House Higher Education Committee, was first elected to the General Assembly in 1970. She believes one of the major problems with education in Missouri is that students are not prepared to enter college after graduation from high school. She feels some of the problem rests with colleges and universities who are not turning out quality teachers. Weber is a Democrat from House Springs.

### Comparison of Student Fee Increases to General Revenue Increases

Institution	Student Fees Fall 1980	Student Fees Fall 1986	Percentage Fee Increase Fall 1980 to Fall 1986	Percentage Increase in General Revenue Fiscal Year 1981 to 1987
Harris-Stowe State College	\$405	\$843	108.1%	30.2%
Missouri Southern State College	\$356	\$840	136.0%	47.2%
Missouri Western State College	\$418	\$930	122.5%	44.2%
Central Missouri State University	\$357	\$1,088	204.8%	23.0%
Southeast Missouri State University	\$310	\$1,045	237.1%	37.8%
Southwest Missouri State University	\$318	\$1,088	242.1%	48.7%
Northwest Missouri State University	\$400	\$840	110.0%	42.3%
Northeast Missouri State University	\$340	\$965	183.8%	37.6%
Lincoln University	\$400	\$1,200	200.0%	25.6%
University of Missouri	\$774	\$1,410	82.2%	29.2%



Mark Elliott

## Legislators pay tribute to Robert Ellis Young

Missouri legislators took time during opening sessions of the House of Representatives to pay tribute to Robert Ellis Young, a friend and former colleague.

Young, the Republican state representative from the 126th district for 32 consecutive years, retired last January. He holds the longest record of tenure in state service.

In poor health for some time, Young, 67, was hospitalized in September with cardiac and other medical problems. He is currently at his home in Carthage recovering from those medical problems.

Young was instrumental in the establishment of Missouri Southern as the author, sponsor, and supporter of the legislation which created the College.

Young, who was first elected to the House in 1954, went on to serve 16 consecutive terms.

"I encouraged Bob Young to run 33 years ago," said State Sen. Richard M. Webster (R-Carthage). "I knew I wasn't going to run for the House again, so I contacted him and asked him to run. At that time he was news director of the radio station in Carthage."

Webster met Young when Young was part owner of a newspaper in Jasper. They worked together in 1951 in obtaining delegates for Dwight Eisenhower's Presidential campaign.

"As a politician, Bob was highly respected," said Webster. "He was a very outgoing person. They appreciated his high level of intelligence. He was very fair and wasn't partisan. He developed respect on both sides of the aisle."

Republicans are not the only ones,

however, to praise the veteran legislator. E.J. Cantrell, former chairman of the House Appropriations Committee, worked closely with Young.

"I don't think there was anyone else on that committee who worked as hard and was as knowledgeable," said Cantrell. "He was a wealth of knowledge about state government. He was strong in his convictions that to make government work you had to compromise. He was a very gracious person. He never hesitated to make you feel welcome."

"Bob is one of the true great public servants that I've been privileged to serve with," added Cantrell, first elected to the House in 1958.

Said Bob Griffin, speaker of the House, "I feel very fortunate that I had the opportunity to serve a number of years with the gentleman from Jasper. The thing that impresses me more than anything else is the fact that he was always a gentleman."

"All of us who knew Bob are going to miss him a lot. Our thoughts and our prayers are certainly with him. It would sure be nice to see him back in this capitol."

After being elected to the legislature in 1977, Roy Cagle (R-Joplin) often turned to Young for advice.

"Bob Young was a mentor to me and also a very dear friend," said Cagle. "The legislature was his life. He misses it more than any words could ever express. I think when the final entry of the Missouri legislature is ever written, a chapter will be devoted to this giant of a legislator."

## Freshman representative will attempt to replace 32-year legislative veteran

*Elected to the state legislature in 1954, Robert Ellis Young of Carthage played a large role in the creation of Missouri Southern State College during the next decade. Young retired in 1986, paving the way for Mark Elliott's election to the General Assembly. The Chart discussed a number of issues with Elliott, a former Missouri Southern student.*

Following in the footsteps of Robert Ellis Young, a representative who served 32 years in the state legislature, will be no easy task for Mark Elliott (R-Webb City).

"My grandfather (Howard Elliott, former Jasper County Judge) brought me up here in the late 60s, and I saw my predecessor in action," said Elliott. "He was quite an orator. It's quite a burden to follow someone like that. You can follow him, but you can't replace him."

Elliott originally had no plans to enter politics when he graduated from Carl Junction High School in 1974. He first went to Drake University to play football and major in broadcast journalism, but he transferred to Missouri Southern in the fall of 1975 to major in business administration.

He left Southern in 1977 just short of his degree to buy his own farm.

"I guess this is my third career move, although I hesitate to call it a career," he said.

Elliott says he was bitten by the political bug as early as his sophomore year in high school when he served as a gopher for Congressman's Gene Taylor's first campaign. His interest grew as he later became involved in various farm organizations.

a Christian, because I don't. I have to earn that on my own."

Elliott says he also considers himself a servant, and that this is something he enjoys.

"What it all comes down to is stewardship and taking care of something for somebody," he said. "Stewardship is at its ultimate level at this job. My predecessor, Mr. Young, used to say there is no higher honor or no other office in the land that has as much prestige as this job, because you're representing 30,000 people."

Elliott believes one of the most important jobs he will be doing while in office is helping people with any problems they may have in dealing with government agencies.

"I realize it will probably be a long time before I can pass any legislation, if ever, because of the imbalance of power in the House," he said.

This imbalance of power (there are 111 Democrats and only 52 Republicans) is something this freshman Republican knows he will have to accept.

"A Republican—especially a freshman Republican—should never expect to pass legislation," he said.

However, Elliott says if he does have a particular idea he wishes to get passed he can introduce it to a veteran legislator with a better chance of acceptance.

"I'm not here to get credit," he said. "I knew coming in that Republicans don't get legislation passed over here. If you have an idea, they may mix two or three bills together and have somebody else's name on it. Well, that's fine if it's a good law or appropriation that needs to be made."

Elliott believes the most pressing need the

**"My predecessor, Mr. Young, used to say there is no higher honor or no other office in the land that has as much prestige as this job, because you're representing 30,000 people."**

—Mark Elliott, state representative

He has served as president of the Jasper County Farm Bureau, as a lobbyist for the Missouri Farm Bureau to provide testimony for agriculture committees, and as a member of the Governor's advisory agricultural board.

He also worked for Gov. John Ashcroft's campaign in 1984 in a farm group.

"The political bug bit me again (during Ashcroft's campaign), and I knew this seat would probably become available," said Elliott.

Prompted by people in his district who wanted him to run, as well as some more personal and spiritual reasons, Elliott decided to campaign. He said at first he was not expecting a victory.

"God is part of my everyday life," he said. "I make business decisions using faith as my foundation, as well as tough political decisions."

"I don't want to come off as some Pat Robertson-type person though, because I'm not," he continued. "I don't want people to think I deserve to stay in office because I'm

state needs to deal with is setting back and identifying where the rural portion of Missouri is heading in the next 10 years.

"We haven't had the luxury in rural Missouri of doing any forecasting because we've got to survive today. And if you are only surviving for the day you lose sight of the future," he said. "Rural Missouri doesn't know if they are going to be here next year."

According to Elliott, the solution to many of the problems farmers face may be to provide venture capital to develop new products, and for farmers to realize that even in Missouri they belong to a world economy and need to produce products that are in demand.

"Farmers for years have been producing corn and saying 'You eat it,' and that kind of attitude doesn't work," said Elliott. "Just lately China has become a major exporter of wheat, corn, and grain. There are a billion people in China, and surely we can come up with something they want."

"I think about it all the time and that's what we've got to find."

Wendell Bailey

# State should avoid crisis

*Diversified incomes will prevent budget crunch*

State Treasurer Wendell Bailey manages more than \$6 billion in state funds, investing money daily in order to earn the best return for Missouri's taxpayers. Under his guidance, the treasurer's office has developed a non-partisan forecast of state revenue in order to provide an objective basis for discussing the budget. A former state representative, he served eight years on the House Appropriations Committee—and had a direct role in determining the budgets of Missouri's public colleges and universities. Bailey described Missouri's economic future to Mark Mulik of *The Chart* staff.

Missouri's future is not in the grasp of a state budget crisis, according to State Treasurer Wendell Bailey.

"Our people (the Missouri Council of Economic Advisers) say we're going with steady, but slow growth," said Bailey.

Kansas, meanwhile, is in the midst of a budget crunch. Gov. Mike Hayden, taking office this month, has ordered all state agencies to trim 3.8 per cent of their budgets. According to Bailey, Missouri's incomes are more diversified than those in Kansas. Revenues from manufacturing, agriculture, tourism, and a small amount of oil on the western edge of the state make up a large portion of Missouri's general revenue.

"They're a lot hotter on oil," said Bailey. "We (Missourians) don't have as much oil-related income. They're higher on agriculture than Missouri. Missouri is the number two car producer in the United States. We're in good shape as far as our manufacturing concerns."

Despite high expectations, the state lot-

tery is not having that much of a positive impact on the budget. Bailey said the monies received from the lottery are placed in the general revenue fund.

"The lottery has turned over about \$5 million a month, and that looks like about \$60 million a year turnover to general revenue," he said.

"The \$60 million on a \$6 billion budget is a tenth of a percent. It's just not important. The lottery money is totally insignificant as far as the total state revenue is concerned."

According to Bailey, higher education is one of the top four priorities of the state legislature.

"I think that clearly the legislature has to put their priorities in order. That's one of the things they haven't done much of in the past," he said.

"My best advice to the legislature would be to pick out the areas that they *do* want to de-emphasize; then they should cut their budgets. That seldom happens in government, though."

Shaila Aery, commissioner of higher education, proposed in December that eliminating sales tax exemptions for one year could generate close to \$1 billion. That money could then be used for higher education purposes.

"It's not going to happen," said Bailey. "You're going to start taxing farm equipment for the first time in five or six years, and just do it for one year? Why, people just wouldn't buy that new combine or tractor to save that 6 per cent sales tax. And they'd go back and buy it the next year. It's not a good plan."

State Treasurer Wendell Bailey

## Missouri's colleges must be accountable to taxpayers

By Gov. John Ashcroft

What do we know about the quality of education our college and university students currently are receiving here in Missouri? Let's take a little pop quiz:

Question 1: This fall more than 175,000 undergraduate students are shaping their futures at the various two-year and four-year colleges and universities across Missouri. When these students get their diplomas, what will that diploma mean in terms of what they know?

Question 2: All too often we read stories about a college or university needing to raise tuition to pay for the costs of providing education. Are the students and parents who have to pay these higher college fees getting what they pay for?

Question 3: This fiscal year it is costing Missouri taxpayers approximately \$441.5 million to operate the state's two-year and four-year colleges and universities. Are Missourians getting a good return on their investment?

I recently chaired the National Governors Association Task Force on College Quality. The job of my task force was to determine how much undergraduate students are learning in America's colleges and universities. We discovered that it's currently impossible to answer the questions posed in the pop quiz—in Missouri or any other state. Parents, taxpayers, and

state government officials don't know how much learning is going on in our colleges and universities.

Why don't we know? Because the majority of our nation's colleges and universities do not have a systematic way to measure how much their undergraduate students are learning. Sure, all institutions use the traditional method of classroom grading through instructor-developed tests. That kind of assessment is proper and necessary, but there must be more.

Colleges and universities must be able to assess the acquisition of knowledge and abilities that occurs across individual courses and from year to year. We should be able to show that college has provided a forum for real learning opportunities and that undergraduate students have learned substantially while attending college. A student should score substantially higher on achievement tests as a senior than as a freshman.

After three hearings of our task force [in St. Louis, Kansas City and Washington, D.C.], it was clear that most colleges and universities cannot demonstrate that student learning—in this broader sense—is occurring, and cannot determine with any reasonable certainty the quality of their program, their curricula, and the quality of teaching. Because of what our task force learned, the other seven governors on the panel and I came up with a "revolu-

tionary" idea: Let's make sure that an institution is making a difference in the lives of individual students and that a college degree tells us that the student has learned something worthwhile.

How can we encourage undergraduate assessment programs at our state's colleges and universities? As with most good programs, it will take cooperation.

Fortunately, the cooperative process is under way in Missouri. A special subcommittee of presidents of Missouri's public four-year colleges and universities has been studying the issue of college quality and student and program assessment. Their recommendations will provide a springboard that will enable my office, the General Assembly and the CBHE to work together with each institution to help implement assessment programs.

Each institution, however, must tailor its assessment program to meet its own needs. Each school must first clearly define its education mission. Moreover, government officials, college administrators, and faculty members must re-emphasize the importance of undergraduate instruction. This is especially important at schools that also place a high priority on research and graduate instruction. In addition, the state needs to provide incentives to Missouri's public colleges and universities to assess student, program and institutional quality.

Northeast Missouri State University is

one of the few colleges in the nation that has made a determined effort to measure the progress of its students. The school threw out the window the temptations to lower standards, water down the curricula, and offer fad courses. School administrators, working with an involved faculty, began steering the school on a new course. The result is a university that can prove the students and taxpayers are getting quality.

This program is the first of a growing variety of undergraduate college assessment programs in Missouri. To further this idea for the future, our public colleges and universities and the CBHE have reached an agreement with ACT of Iowa City, Iowa, to begin a program to assess the first semester performance of every student in a public higher education institution in Missouri.

Missouri must be a leader among states in requiring publicly funded colleges and universities to provide taxpayers with accountability. Parents and taxpayers must know their investment dollars are being spent wisely. Students must know they are getting a quality education for their tuition dollar. We must see to it that state government supports our colleges' and universities' efforts to provide this assurance. The results will be graduates of quality institutions who are better prepared to succeed in tomorrow's world.

## Kelly may audit colleges

Taking the oath of office on Jan. 12, State Auditor Margaret Kelly said her office would consider auditing the state colleges and universities on a regular basis.

In the past the state auditor's office has not conducted regular audits of state colleges and universities. Kelly, however, said during the past year her office has noted major mistakes being made at various institutions of higher education.

Lincoln University in Jefferson City began the current fiscal year with a \$1.2 million budget deficit. Kelly audited the university last fall and discovered serious misuses of state appropriations.

"Such mistakes, when not recognized and corrected, can lead to very sad and painful consequences," said Kelly. The policy of not auditing institutions on a regular basis, she said, must be re-evaluated.

"We must have excellence in education," she said, "but we cannot afford to treat education as a sacred cow. The taxpayers of Missouri, plus our students and parents who pay tuition, need to know our universities are run efficiently."



State Auditor Margaret Kelly

## Bill would mandate hearings concerning budget requests

Legislation to require public colleges and universities to hold public hearings on budget requests has been introduced into the House of Representatives.

House Bill No. 144, introduced by State Rep. Doug Harpool (D-Springfield), would require public colleges and universities to hold public hearings before appropriations requests could be submitted to the Coordinating Board for Higher Education.

"The purpose of the bill is to provide the public with an avenue for input into the appropriations process," Harpool said. "Virtually every public body has to hold public hearings. This bill would merely make them do what all other state agencies have to do."

Harpool said input from the public was important, and that he has had some support for the bill.

"There is nothing more important than public input," he said. "The bill should

create a mechanism to receive public input whenever possible."

Harpool became concerned with the lack of public input into budget appropriations while serving as student body president at Southwest Missouri State University. He said many faculty members in Missouri would like to have an opportunity for more input into the budget process.

"There is some concern by faculty across the state that they are not given enough proper input into the process," Harpool said. "I feel this mechanism will give them the opportunity to voice their opinion."

At the proposed public hearing, an institution's budget office would be required to explain the basis for the appropriations request. Any person attending the hearing would be allowed to offer suggestions concerning any aspect of the institution's budget.

## Legislators introduce bills affecting higher education

Numerous bills which would affect higher education have been introduced into the House and Senate. While most will die in various committees, a few are expected to be considered by the entire General Assembly.

Following is a list of bills that would affect higher education or its employees if passed:

■ House Bill No. 84 would make university records more accessible to the public. Sponsored by Chris Kelly (D-Columbia).

■ House Bill No. 108 would require that all state employees be paid semi-monthly. State employees are currently paid on a monthly basis. Sponsored by James Riley (D-Richmond Heights).

■ House Bill No. 126 would make hazing a crime and tort. Sponsored by Jim Pauley (D-Ashland).

■ House Bill No. 144 would require a public hearing on each state higher educational institution's appropriation request. (See related story, this page). Sponsored by Doug Harpool (D-Springfield).

■ House Bill No. 252 would allow for tuition reimbursement for certain courses at public or private colleges and universities in Missouri or a bordering state. Sponsored by Jerry Burch (D-Walker).

■ Senate Bill No. 10 would allow certain senior citizens to attend public colleges and universities without having to pay tuition or certain fees. Sponsored by Frank Bild (R-St. Louis).

■ Senate Bill No. 48 says accounts may be established for beneficiaries to pursue

higher education with tax deductions up to \$2,000 per year for contributions. Sponsored by Dennis Smith (R-Springfield).

■ Senate Bill No. 104 says a regional college or university may request an appropriation for courses offered off campus within the institution's budget. (See related story, this page). Sponsored by Robert Johnson (R-Lee's Summit).

■ Senate Bill No. 226 would establish a college trust fund law. Sponsored by Roger Wilson (D-Columbia).

As part of his plan for a \$100 million tax cut beginning Jan. 1, 1988, Gov. John Ashcroft has proposed a "Family Education Account" program. Under this plan, parents would be able to put aside up to \$2,000 each year in banks and savings and loan associations for their children's college education. They would not have to pay state income tax on it. This is, in effect, Senate Bill No. 48, sponsored by Smith.

Wilson, however, has an alternate plan with Senate Bill No. 226. It calls for the creation of a "Missouri College Tuition Trust Fund." Parents would put money into the state fund and, as in the Governor's plan, get special income tax exemptions on the money, while they were saving it for their children's education.

Wilson said he was working on his proposal several weeks before Smith told him he was working on a college trust fund bill.

It is now up to the Senate to decide which bill it prefers. The Democrats hold a 21-13 voting edge over members of Ashcroft's party in the Senate.

## University seeks state funding for campus in Independence

Central Missouri State University will ask the Coordinating Board for Higher Education for funding to establish a branch in Independence, according to President Ed Elliott.

An education task force in Independence has recommended that CMSU offer undergraduate, graduate, continuing education, and vocational technical classes in that city. Independence is located 50 miles west of Warrensburg, home of CMSU.

"When you're asked to provide an educational need there, you should do it," said Elliott.

Elliott.

Elliott said if the CBHE denies financing, CMSU still would try to offer classes in Independence, passing the cost on to the students.

State Rep. Flavel Butts (R-Camdenton) has informally proposed adding another junior college to Missouri's higher education system. He seeks a junior college in the Lake of the Ozarks region. Shaila Aery, commissioner for higher education, opposes the idea, however.

### ☐ Aery/From Page 5

secretarial science. What does this have to do with being the doctoral-granting, research institution? I'm not ever going to recommend money for programs that are not in keeping with your role and mission. And so if you create enough diverse institutions both economically and educationally ready-wise, there are different places where one can enter. A junior college should be less expensive, it should be open admission—they are by law in fact. The University of Missouri, because it has more expensive programs and is more expensive to operate, should be the most expensive public institution and should be the most difficult to get in. And there should be a range all between.

**The Chart:** Do you think students are getting what they pay for in Missouri's system of higher education?

**Aery:** My impression is that students are getting the value of their dollar. I think there are a lot of things we can do in education to improve undergraduate education. That is really the whole assessment thing right now. Again, it's a part of that model that if I as a faculty member write in three refereed journals and get some kudos on those, then I get something in my file and I get tenure. Nothing about how well one teaches, which is what we're hired to do. I still think that obviously that research and

graduate faculty at the University of Missouri should produce basic research and articles in the journals. I don't disagree with that. But I think there's a whole spectrum of how we reward. If an institution's job is basically teaching, then that's how we reward our faculties. But at the undergraduate level we've really been negligent because that's not where our faculties have been rewarded. That's the whole assessment project.

**The Chart:** One final question. We were talking about the methods of doing the assessment. Besides testing, what other methods are there?

**Aery:** Institutions have a lot of data they can use. Let me give you an example. I think Southern probably has this kind of data, data about how well your alumni do. Are they working in the jobs they were trained for, have they really been promoted, do they contribute to the community? Your alumni organizations usually have a lot of information. How well do your students do on Graduate Record Exams? I think there are just all kinds of ways. How well they do on the state accounting exam. There are a lot of ways we can look at assessment without just testing.